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ABSTRACT

The first section of the ninth annual report of the National Advisory and Coordinating Council on Bilingual Education (NACCBE) provides an overview of the Council's functions and activities. It also discusses current bilingual education law; the changed structure of the advisory council; the new doors opened by the 1984 Amendments of the Bilingual Education Act; the language groups served by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA); multifunctional support centers; capacity building projects; and public hearing recommendations. Section 2 discusses the state of bilingual education at the national level, and also presents data from a number of states about state programs. Section 3 assesses the National Clearinghouse for Bilingual Education. Section 4 looks at relevant research. The final section offers recommendations for change. Appended are a glossary; a list of acronyms used in the report; OBEMLA and NACCBE budgets: 1983-85; NACCBE's charter; and the names and business addresses of NACCBE members. (RDN)

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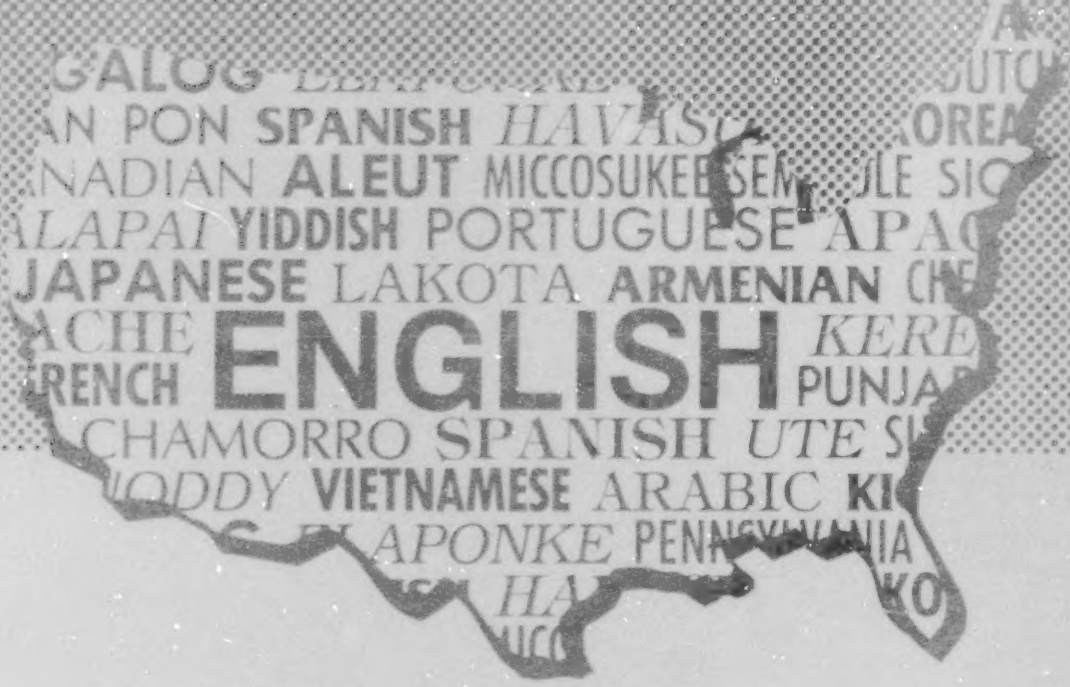

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NINTH ANNUAL REPORT

NATIONAL ADVISORY AND COORDINATING COUNCIL ON BILINGUAL EDUCATION

1984 - 1985

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NEW DIRECTIONS IN LATE '80s

THE
NINTH ANNUAL REPORT
NATIONAL ADVISORY AND COORDINATING COUNCIL
ON
BILINGUAL EDUCATION

U.S. DEPARTMENT OF EDUCATION

MARCH 1985

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NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION
U.S. DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

March 31, 1985

The Honorable George Bush
President of the Senate
Washington, D.C.

Dear Mr. President:

Public Law 98-511 provides for a national Advisory and Coordinating Council on Bilingual Education. The law requires that the Council "not later than March 31 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation" of the Bilingual Education Act. The Ninth Annual Report of the National Advisory and Coordinating Council on Bilingual Education is hereby submitted to the Senate.

The present Council of 15 members, soon to be expanded to 20, is a mix of educators and non-educators. The Council is unanimous in holding that it is essential for schools to assist students whose first language is not English to become proficient in the use of English so that they may benefit from their educational experience.

There are differences of opinion among Council members as to the type of teaching methodology that can best accomplish the objective of making students proficient in English. While supporters of the bilingual education approach have been most successful in codifying this methodology, there are now many members of the Council who reject a one exclusive methodology, and would prefer to give school districts the flexibility of local choice in selecting teaching approaches.

The Ninth Annual Report reflects differences in philosophy on how non-English speaking children can learn English quickly so that they may have a positive school experience and be successful citizens.

The present Council is open to examination of educational views other than just the bilingual approach. This reflects a desire now being expressed by local boards of education all over the country. It is a courageous departure from stands taken in previous annual reports.

In light of the fact that bilingual education has consumed almost all of the funds made available under the Act, with little evidence that it is accomplishing its objective, a critical examination of how such funds are being spent is required at this time. This report is the first step in a new direction. We hope that it will be read by every member of the Senate.

Sincerely,

Dr. A. Torres

Dr. Anthony Torres
Chairman

AT:jg

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION
U.S. DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

March 31, 1985

The Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C.

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SECTION I. OVERVIEW AND ACTIVITIES

1. Functions of Advisory Council

The National Advisory and Coordinating Council on Bilingual Education (NACCBE) is provided for in the Bilingual Education Act, as amended in 1984.[1] As in previous versions of the Act, first passed in 1968, the Council advises the Secretary of Education in the preparation of general regulations and policy in the matter of programs for students and adults with limited English proficiency.

A major purpose of NACCBE is to assess the educational needs of language minority groups in the schools of the nation and how they may best be met. In this connection, the Ninth Annual Report invites attention to some critical studies of programs and includes recommendations as to how the needs of limited English proficient students may be met more effectively.

That there is a need for improved programs is evident from the 1984 amendments to the Bilingual Education Act in which Congress stated "that children of limited English proficiency have a high dropout rate and low median years of education; that the segregation of many groups of limited English proficient students remains a serious problem."

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[1]Sec. 752. (a) of Title II, Public Law 98-511.

This Annual Report clarifies the changed structure of the Council, touches on the high points of the 1984 amendments, examines the condition of bilingual education, assesses the effectiveness of the National Clearinghouse for Bilingual Education, and, in general, seeks to enlighten all who are impressed with the seriousness of moving over two million million children who are limited English proficient into the American mainstream.

We are so determined to make this Annual Report useful that we have appended a glossary of terms used by the initiated and a dictionary of the acronyms with which reports of this kind abound.

2. Current Law

The Bilingual Education Act, Title VII of the Elementary and Secondary Education Act, was passed by Congress in 1968 and amended in 1974, 1978 and 1984.

The 1968 Act was directed to serve "children who come from environments where the dominant language is other than English."[1] The 1974 amendments broadened the target population to children of "limited English ability," while the 1978 amendments were directed at individuals with "limited English proficiency."[2]

---

1 20 U.S.C. 880 (b) (1968), P.L. 90-247, Title VII, Sect. 702, 81, Stat. 816.

2 Bilingual Education Act as amended, Sect. 703 (a) (1).

The Act, as amended in 1984,[3] recognizes:

"(1) that there are large and growing numbers of children of limited English proficiency;

"(2) that many of such children have a cultural heritage which differs from that of English proficiency persons;

"(3) that the Federal Government has a special and continuing obligation to assist in providing equal educational opportunity to limited English proficient children;

"(4) that the Federal Government has a special and continuing obligation to assist language minority students to acquire the English language proficiency that will enable them to become full and productive members of society;

"(5) that a primary means by which a child learns is through the use of such child's native language and cultural heritage;

"(6) that, therefore, large numbers of children of limited English proficiency have educational needs which can be met by the use of bilingual educational methods and techniques;

"(7) that in some school districts establishment of bilingual education programs may be administratively impractical due to the presence of small numbers of students of a particular native language or because personnel who are qualified to provide bilingual instructional services are unavailable....

---

[3] Title II of P.L. 98-511.

"(12) that research...in the field of bilingual education needs to be strengthened as to better identify and promote those programs and instructional practices which result in effective education....

The Act as amended in 1984 provides also for:

parent and community participation in bilingual education;

alternative instructional programs;

grants for bilingual education programs;

"Indian or Alaskan Native children";

"evaluation assistance centers" established through

"competitive grants to institutions of higher education";

"training programs for educational personnel";

16 multifunctional resource centers (known heretofore as multifunctional support centers), established through competitive grants or contracts "awarded with consideration given to the geographic and linguistic distribution of children of limited English proficiency";

"fellowships for advanced study of bilingual education or special alternative instructional programs" for LEP students;

an "Office of Bilingual Education and Minority Languages Affairs";

a "National Advisory and Coordinating Council on Bilingual Education"

3. Changed Structure of Advisory Council

Under Sec. 752(a) of the Bilingual Education Act, as amended in 1984, the Advisory Council's membership is increased from 15 to 20, and its title is changed from the National Advisory Council on Bilingual Education to the National Advisory and Coordinating Council on Bilingual Education.

Members of NACCBE shall include:

5 state directors of bilingual education programs, at least three of whom shall represent states with large populations of limited English proficient students;

2 members experienced in research on bilingual education or evaluation of bilingual education programs;

1 member experienced in research on methods of alternative instruction for language minority students or evaluation of alternative methods of instruction for such students;

1 member who is a classroom teacher of demonstrated teaching abilities using bilingual methods and techniques;

1 member who is a classroom teacher of demonstrated teaching abilities using alternative methods of instruction and techniques;

1 member experienced in training teachers for programs of bilingual education;

1 member experienced in the training of teachers for programs of alternative instruction;

2 members who are parents of students whose languages is other than English;

1 member who is an officer of a professional organization representing bilingual education personnel.

The major differences between the former Advisory Council of 15 members and the new Council are the requirement that five of the new members shall be state directors of bilingual programs and that three members shall be experienced in alternative methods of instruction -- one researcher, one classroom teacher and one teacher trainer.

There is no substantive change in the functions of the Advisory Council. It advises the Secretary of Education in the preparation of general regulations and on policy matters arising in the administration and operation of the Bilingual Education Act, as amended, and in the administration and operation of other programs for persons of limited English proficiency.

The Council is required to submit an annual report to the President and the Congress, not later than March 31 of each year, on the condition of bilingual education in the nation and the administration and operation of programs affecting persons with limited English proficiency.

4. New Doors Opened by 1984 Amendments of Bilingual Education Act

The Bilingual Education Act, as amended by the Education Amendments of 1984, P.L. 98-511, suggests a new direction for

the instruction of limited English proficient children and adults. The new direction was indicated by Education USA (October 22, 1984), an independent weekly bulletin, addressed largely to educators.

Education USA reported: The rewrite of the federal bilingual education program by the House Education and Labor Committee in 1984 took up more debate time in committee than any other part of H.R. 11....Two concerns drove the process. One was the deep conviction among supporters that the [evaluative] data on program results was of low quality and limited usefulness.

The other concern...was that the program should allow alternative approaches.

"The bill sets aside 4% of the program funds below $140 million for alternative strategies to bilingual education and permits up to 50% of any funds above that level to support such methods." Overall, the Act provides no more than 10% of all funds shall be spent on alternative instruction programs.

Education USA continues: "This delicate compromise opens the door for new types of practices while preserving what the bilingual advocates described as the only available funding for traditional bilingual education. It also answers the needs of school districts with small numbers of children from nations with uncommon languages, or children who are illiterate even in their native tongues.

"The bill allows spending for basic programs, family English literacy programs, special education alternatives and bilingual preschools....

"The bill seeks to strengthen parental involvement by requiring a parent majority on the local advisory council. It requires schools to consult with parents from the outset and to inform them if their child has been selected to participate in the program. Parents have the option to keep their children in regular classes if they choose."

Note: Where Education USA refers to a bill, the bill became law (Title II of P.L. 98-511), signed by the President on October 19, 1984.

Table 1

U.S. EDUCATION BUDGET FOR BILINGUAL EDUCATION

FY 1985

Grants to school districts	$ 99,230,000
Training grants	28,500,000
Support services	11,535,000
Vocational training	3,686,000
Emergency immigrant education	30,000,000
TOTAL, bilingual education	172,951,000

5. Council Activities

As part of its efforts to determine the needs of language minority groups in the nation, NACCBE held four Council meetings, open to the public, in Washington, D.C. during the 1984-85 period of activity: April 4, 5, 6 (1984)
October 10, 11, 12 (1984)
December 3, 4 (1984)
February 11, 12 (1985)

The Council conducted five public hearings in different regions for the purpose of focusing on special problems of teaching limited English proficient student populations (see pages 16-20).

The work of the Council is facilitated by sub-committees, appointed by the Chairman of NACCBE. During the 1984-85 period of activity, the following sub-committees were active:

Executive Committee
Annual Report Committee
Legislative Committee
Policy and Research Committee
Coordination and Public Outreach Committee
Ad Hoc Committee on Policies and Procedures

6. Language Groups Served By OBEMLA

Title VII funds serve many different language (or language dialect) minority student populations (see Table 2). There

exists substantial data for Spanish-speakers in the United States. Data about other language groups are increasingly available.

Some special populations have been historically underserved or under-represented in bilingual education. During FY 1984 OBEMLA has sought to increase services to American Indians, Asian and Pacific American language groups and language minority populations in rural America, Alaska and Puerto Rico. Services to these groups and others are facilitated by newly established Multifunctional Support Centers (see below).

There are continuing problems in certifying teachers with skills in some of the languages. There is the sheer distance from sources of information of projects affecting Native Americans on reservations and Pacific Islanders. Also, in some language groups it is necessary to establish writing systems.

7. Multifunctional Support Centers

Multifunctional Support Centers (MSCs) serve all language populations in such areas as teacher education, curriculum, materials development, educational measurement, computer science and ESL.

Fifteen regional MSC contracts were awarded in FY 1984, ranging from approximately $235,000 to $872,000, depending on the size of the service area and number of programs to be served. In late 1984 competition in Southern California resulted

in the 16th award. MSCs cover the United States, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands and the Trust Territories of the Pacific Islands.

Staffing of MSCs ranges from six to 15 people in each Center. Most staff are bilingual in English and one or more other languages, reflecting the students and program populations with which they work. Center staffs are supplemented by a pool of consultants.

A current MSC problem is being experienced with Native American Projects in 13 states. Neither the Native American contractor nor the other Centers were able to come to a clear understanding about their respective service areas and roles. OBEMLA is making an on-going effort to clarify jurisdictions.

The pending awards for two new National Centers -- one for Asian and one for Arabic language populations -- may give rise to comparable problems. OBEMLA is taking steps to clarify the contracts of the Centers affected.

MSCs are supervised by OBEMLA. Presently, only two Centers have had serious problems in serving their regions. A third MSC has had difficulty and its first option year will not be exercised. Evidence of the effectiveness of each Center is not yet available.

Table 2

STUDENTS SERVED
BY LANGUAGE GROUP (OVER 1,000)
1982 - 1983

Language	Basic and Demonstration Programs No. of Students
1. Spanish	108,922
2. Vietnamese	7,689
3. Lao	6,624
4. Chinese	3,812
5. Hmong	3,060
6. French	2,726
7. Navajo	2,590
8. Haitian Creole	2,504
9. Arabic	2,009
10. Italian	1,840
11. Lakota	1,469
12. Portuguese	1,419
13. Cherokee	1,408
14. Russian	1,309
15. Zuni	1,081
16. Crow	1,016
TOTAL	149,478

TOTAL NUMBER OF TITLE VII
STUDENTS SERVED

BASIC - 153,997 DEMO - 13,924 DESEGREGATION - 5,575 TOTAL 173,496

NUMBER OF STATES: 42
NUMBER OF PROGRAMS: 557

Basic - 497
Demo - 60

Title VII funds programs serving over 100 different language (or language dialect) minority student populations.

Source: OBEMLA

8. Capacity Building Projects

Among the federally funded Title VII programs of bilingual education administered by OBEMLA are the capacity building projects. These projects seek to build capacity of elementary and secondary schools that receive grants to sustain a program of bilingual education, or alternative instruction, on a regular basis when Title VII funding is reduced or no longer available.

The projects began operation in 1969 in 23 states and now operate in 46 states, Guam and Puerto Rico. In California, alone, there are 113 projects; in New York, 93; in Texas, 56; in New Mexico, 31.

Among 106 language groups served by 55 projects, there is Spanish in almost all states, Inupiag in Alaska, Hopi in Arizona, Khmer in California, Miccosukee in Florida, Tongan in Hawaii, Lao in Illinois, Yiddish in Maryland, Passamaquoddy in Maine, Crioulo in Massachusetts, Macedonian in Michigan, Arabic in New Jersey, Portuguese in Pennsylvania and Rhode Island, Korean in Tennessee, Samoan in Washington, Chamorro on Guam, Carolinian in Northern Mariana Islands, etc.

Service in a great many languages (i.e., teaching children in their native language), as a transition to English, so that they will not fall behind in subject areas, is essential in bilingual education. This explains, in part, why there is a shortage of bilingual teachers.

The purpose of the capacity building strategy supported by OBEMLA is to develop a program that will be maintained locally when Title VII funds are withdrawn. In this connection, it is disheartening to note that 82 percent of the local project directors thought bilingual services would be reduced or dropped if Title VII funds were reduced or discontinued.[1]

As part of its efforts to assure continued services to language minority children, OBEMLA is devoting more resources to encouragement of English-as-a-Second Language and alternatives that do not require teaching the child in his native language. Alternative methods of instruction might move LEP children more easily and at less expense into the American mainstream. Local education agencies may then have increased capability of carrying on after Title VII funds are reduced or withdrawn.

The savings may come about because there is no requirement in ESL for recruitment of foreign-language speaking teachers. There is the further advantage, especially at the secondary school level, that there is no requirement that foreign-language speaking teachers be trained in subject matter (viz., science, social studies, mathematics -- subjects taught in a foreign language, as part of bilingual education).

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[1]Cardenas, R., and others. A descriptive study of the classroom instructional component of the ESEA Title VII bilingual education program. Arlington, Va.: Development Associates, 1982.

Although ESL teachers need not speak a foreign language, their training in methods of instruction is essential. In existing programs, ESL teachers have been recruited from among English, social studies and other subject areas.

9. Public Hearing Recommendations

The Council holds public hearings to assist in determining the needs for programs that will advance fluency in English for LEP students. During 1984-85 public hearings were held in five cities -- New Orleans, St. Paul, New York, Denver and Miami. There follows a brief synopsis of recommendations made by persons testifying at the hearings (audio tapes of each of the hearings are available at OBEMLA).

New Orleans, April 24, 1984

1. Bilingual education should make provision for use of high technology, including computers.

2. There is a critical need in Louisiana for a curriculum in Haitian Creole.

3. Vocational education should be provided in both the home language and English.

4. Title VII should be amended to permit direct funding of tribal governments.

5. Bilingual education should not be limited to non-English speaking students.

St. Paul, May 5, 1984

1. The use of the child's native language in instruction is to teach these students the basic skills and concepts they could not otherwise learn in English-only instruction.

2. Some crucial areas of American Indian research include learning styles of American Indian students and in-depth studies to determine the cultural characteristics appropriate to the classroom.

3. There is a need to develop a mechanism through which systematic research can be disseminated to practitioners, teachers, teacher trainers and curriculum developers across the country.

4. In meeting the needs of Indochinese, it is necessary to train and recruit more bilingual teachers in elementary and secondary schools.

5. Computers can dramatically increase effective learning time when used properly with all LEP, ESL, or bilingual students, but are not a substitute for direct instruction.

New York, June 19, 1984

1. Include in legislation a provision to allow school districts the option of choosing ESL as a method of instruction.

2. Bilingual education should be limited to short-term instruction that uses the child's home language to help him for the first few months.

3. Develop guidelines that will assist in identifying LEP handicapped students.

4. Develop effective strategies to work with parents who are not English-speaking and must relate to their children's disabilities and the school system.

Denver, November 29, 1984

1. There is a need to clarify and define "alternative instruction programs."

2. Native Americans must become fluent in English, but not at the expense of losing their own language.

3. Native American children need help in learning English, including trained teachers, bilingual-bicultural instructional materials, and training facilities for parents.

4. OBEMLA should require all personnel from funded target schools to take part in bilingual education training.

5. The teacher-training funding cycle should be increased from three to four years.

Miami, January 25, 1985

1. In view of the high dropout rate among Hispanics, alternative methods to bilingual education should be explored.

2. The great shortage of bilingual education teachers must be met by expanded teacher-training programs.

3. More Haitians should be represented in school administration and teaching positions.

4. Miccousukee Indians are for bilingual education, but lack sufficient funds for the program.

5. A national system for identifying LEP children is necessary.

Santa Ana, November 8, 1984

Also of interest to the Council are recommendations made at a public hearing in Santa Ana, by the California State Superintendent's Council, on education needs of Asian/Pacific students. Rather than enumerate the high points, as above, we can best capture the sense of the public hearing by excerpting the remarks of the person presiding. They follow:

"The Asian/Pacific students in Santa Ana include major language groups; Khmer (Cambodian), Vietnamese, Lao, Hmong, and Samoan....Many of our elementary schools have large Indochinese populations in one or more of these groups to be required to provide classes for those groups under [California law]. In Santa Ana, as is true throughout the state, we have not been able to find quality instructional materials on many of the Asian/Pacific languages nor have we been able to find qualified teachers who are fluent in those languages. Yes, we provide instructional programs in English with primary language assistance that we believe insure excellent instruction for each of these Asian/Pacific groups. Our successes, that is the successes of our Asian/Pacific students, are many including

continual reclassification of students to fluent English status, a continuing increase of the numbers of Asian/Pacific students entering Gifted and Talented Programs, and the achievement of numerous academic awards. Our successes are many, but we can and should continue to improve. To do so, we need appropriate support from the state level. We need a deeper state-level awareness of the effective alternatives that are available in educating Asian/Pacific students."

SECTION II. NATIONAL AND STATE REPORTS ON BILINGUAL EDUCATION

1. Condition of Bilingual Education: 1984

Target Group. According to the U.S. Census of 1980 (see Table 3, there are 4.5 million children, ages 5 to 17, who speak a language other than english. Since 1980, the number of children who are limited English proficient is estimated to have increased from 2.0 million to 2.4 million. The Title VII program serves approximately 234,000 LEP students.

OBEMLA has funded 110 Demonstration projects to demonstrate approaches to meeting the needs of LEP children and to assist local schools in building a capacity for meeting the needs of LEP children when federal funds are withdrawn.

In addition to the Demonstration projects, OBEMLA coordinates the activities of other federally-funded programs for LEP students. Specifically, OBEMLA assists refugee children with funds appropriated under the Refugee Education Assistance Act of 1980.

Teachers. Approximately 500,000 teachers, or nearly one-quarter of all public school teachers in the United States, had LEP students in their classes. Approximately 56,000 of these teachers were using a non-English language in the classroom. An additional 103,000 were using English-as-a-Second Language only.

TABLE 3

LANGUAGE CHARACTERISTICS OF THE U. S. POPULATION BY STATES, AND AGE, 1980

States	Total Population 5 to 17 Years	Speak a Language Other Than English at Home		Total Population 18 Years and Over	Speak a Language Other Than English at Home	
		N	%		N	%
United States	47,451,236	4,529,098	9.5	162,753,517	18,444,312	11.3
Alabama	870,370	13,859	1.6	2,727,539	53,257	2.0
Alaska	91,746	9,126	9.9	271,058	34,234	12.6
Arizona	583,241	126,323	21.7	1,923,227	366,966	19.1
Arkansas	495,041	8,014	1.6	1,615,918	29,710	1.8
California	4,677,193	1,058,138	22.6	17,282,508	3,877,270	22.4
Colorado	599,084	49,889	8.3	2,074,893	236,832	11.4
Connecticut	643,542	68,984	10.7	2,278,775	346,498	15.2
Delaware	125,315	6,044	4.8	427,952	25,759	6.0
District of Columbia	108,467	6,605	6.1	495,107	42,996	8.7
Florida	1,792,110	204,056	11.4	7,384,858	999,449	13.5
Georgia	1,228,610	28,265	2.3	3,819,662	104,564	2.7
Hawaii	198,254	28,583	14.4	688,653	198,246	28.8
Idaho	213,891	8,809	4.1	636,513	36,053	5.7
Illinois	2,394,669	239,108	10.0	8,189,363	1,011,078	12.3
Indiana	1,182,092	50,748	4.3	3,889,000	191,033	4.9
Iowa	603,077	14,035	2.3	2,089,330	70,098	3.4
Kansas	467,864	15,812	3.4	1,715,117	88,516	5.2
Kentucky	796,427	14,252	1.8	2,581,813	47,571	1.8
Louisiana	966,116	46,211	4.8	2,877,751	330,296	11.5
Maine	242,418	12,758	5.3	803,589	106,734	13.3
Maryland	897,479	43,834	4.9	3,047,156	201,237	6.6
Massachusetts	1,046,767	99,958	8.7	4,253,789	600,538	14.1
Michigan	2,057,161	80,826	3.9	6,519,673	496,056	7.6
Minnesota	865,319	23,106	2.7	2,902,679	184,553	6.4
Mississippi	594,907	9,776	1.6	1,710,303	36,514	2.1
Missouri	1,011,696	23,859	2.4	3,551,399	116,476	3.3
Montana	166,600	6,172	3.7	555,684	33,323	6.0
Nebraska	324,661	10,497	3.2	1,222,458	59,989	5.3
Nevada	159,820	11,095	6.9	584,512	59,104	10.1
New Hampshire	195,435	9,468	4.8	662,616	78,605	11.9
New Jersey	1,526,114	200,590	13.1	5,373,510	883,643	16.4
New Mexico	301,696	113,342	37.6	886,446	340,310	38.4
New York	3,600,426	593,764	16.5	12,822,162	2,572,070	20.1
North Carolina	1,257,515	29,434	2.3	4,220,441	110,276	2.6
North Dakota	135,695	4,136	3.0	462,296	65,128	14.1
Ohio	2,293,882	76,753	3.3	7,716,132	431,875	5.6
Oklahoma	623,591	18,836	3.0	2,168,563	85,184	3.9
Oregon	523,482	24,121	4.6	1,911,501	111,132	5.8
Pennsylvania	2,391,477	108,482	4.5	8,728,386	633,063	7.6
Rhode Island	186,863	19,914	10.7	703,810	127,458	18.1
South Carolina	707,518	15,453	2.2	2,176,022	56,188	2.6
South Dakota	146,466	5,559	3.8	485,877	38,820	8.0
Tennessee	975,042	15,655	1.6	3,290,825	59,742	1.8
Texas	3,121,065	821,976	26.3	9,939,460	2,078,033	20.9
Utah	349,8454	21,263	6.1	921,287	73,553	8.0
Vermont	109,131	4,104	3.8	366,333	28,361	7.7
Virginia	1,133,890	44,338	3.9	3,852,457	176,468	4.6
Washington	831,936	40,007	4.8	2,993,744	212,381	7.1
West Virginia	414,125	6,642	1.6	1,390,064	35,252	2.5
Wisconsin	1,021,055	32,911	3.2	3,337,620	209,526	6.3
Wyoming	101,050	3,528	3.5	323,686	22,294	6.9

Source: Provisional Estimates, 1980 Census, U.S. Bureau of the Census

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Large numbers of teachers were available to teach LEP children, but were not assigned to do so for a number of reasons which OBEMLA does not yet understand, according to the National Clearinghouse for Bilingual Education (the contract agency that prepared the report from which this section of the Ninth Annual Report is drawn).

OBEMLA has supported bilingual education teacher training programs through grants to institutions of higher education (IHEs). Table 4 shows the various sources of training teachers and figures on their utilization.

Teachers trained only in ESL methodology represent one alternative to bilingual instructors. Although ESL is often provided as part of a bilingual education program, ESL may be offered alone in situations where a bilingual education program is neither possible nor desired.

The number of LEP students of school age is one of the critical factors to consider in attempts to estimate the need for teachers of LEP children. Another factor is the type of LEP students who need to be served (e.g., degree of language proficiency). When the information is available to OBEMLA, estimates of teacher need will be made.

Some states have issued certification requirements only in ESL, while most with bilingual education requirements included an ESL requirement. The existence of the teacher certification

TABLE 4

Estimated Number and Percent of Public School Teachers by Self-Reported Ability to Teach the Language Arts, of a non-English Language or Teach Other Subject Areas in It, and Academic Training to do so, Level of Training, Teaching Assignment, and Source of Training: 1980-81[a]

Source of Training	Teaching Assignment	Total Teachers	Teachers with ability to teach language arts or other subject areas			
			With academic training to teach language arts and/or other subjects		With basic bilingual education preparation	
			Number	%	Number	%
All Sources	Total teachers academically trained	139,000	57,000	41.0	20,000	17.3
BEBA, Title VII academic training	Total teachers	34,000	21,000	61.8	13,000	38.2
	Teachers using an NEL in instruction	12,000	10,000	83.3	8,000	66.7
	Teachers not using an NEL in instruction	22,000	11,000	50.0	4,000	18.2
Academic training in all other U.S. institutions	Total teachers	90,000	28,000	31.1	9,000	10.0
	Teachers using an NEL in instruction	9,000	4,000	44.4	2,000	22.2
	Teachers not using an NEL in instruction	81,000	24,000	29.6	7,000	8.6
Academic training outside the U.S.*	Total teachers	38,000	30,000	78.9	7,000	18.4
	Teachers using an NEL in instruction	7,000	7,000	100.0	4,000	57.1
	Teachers not using an NEL in instruction	31,000	23,000	74.2	3,000	9.7

* All figures reflect training categories only. Language proficiency assumed to be present for teachers trained outside the U.S. to use a non-English language.

(a) Numbers may not add to total due to teachers receiving training from multiple sources.

Source: The Condition of Bilingual Education in the Nation, 1984. A Report of the Secretary of Education to the President and the Congress, p.23.

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requirements should have a positive effect on the number and quality of teachers available to teach LEP students.

Language Minority Population. The major data base used by OBEMLA to estimate the language minority population in the United States is the 1980 Census. Table 5 presents a summary of the language characteristics of the U.S. population by states and age in 1980. This information indicates that in 11 states, the population of Other-than-English speakers (OL) constitutes 10 percent or more of the estimated total population of 5 to 17 year olds. In four of these states (Arizona, California, New York and Texas) the OL speakers constitute over 20 percent of the student population.

In addition to this information, breakdowns of the 1980 Census reveal a significant percentage of home speakers of Spanish, aged three years and older. This group represents the largest language group in the U.S. Table 5 presents a summary of the statistics. Four states are distinguished by the large percentage of Spanish speakers (New Mexico, Texas, California and Arizona).

State and Local Programs for LEP Populations. Twenty-two states and American Samoa have enacted legislation that mandates bilingual education services for LEP persons. In almost all of the states, improvement in classroom English is the focus of the

TABLE 5

ESTIMATED NUMBERS AND PERCENTAGES OF HOME SPEAKERS OF SPANISH, AGED THREE AND OLDER, BY STATE: UNITED STATES, 1980

State	Number	% of Total Population
All states	11,959,000	5.3
California	3,270,000	14.5
Texas	2,595,000	19.2
New York	1,453,000	8.6
Florida	837,000	8.6
Illinois	534,000	4.8
New Jersey	431,000	6.1
New Mexico	362,000	29.4
Arizona	343,000	13.3
Colorado	184,000	6.7
Pennsylvania	148,000	1.2
Massachusetts	114,000	2.1
Connecticut	100,000	3.2
Michigan	107,000	1.2
Ohio	101,000	1.8
Washington	82,000	2.1
Indiana	71,000	1.4
Virginia	66,000	1.3
Maryland	57,000	1.4
Louisiana	52,000	1.3
Wisconsin	49,000	1.1
Georgia	49,000	0.9
North Carolina	44,000	0.8
Oregon	43,000	1.7
Oklahoma	42,000	1.5
Kansas	42,000	1.8
Missouri	38,000	0.8
Utah	37,000	2.8
Nevada	36,000	4.7
Idaho	28,000	3.2
Tennessee	27,000	0.6
Alabama	23,000	0.6
Minnesota	23,000	0.6
South Carolina	23,000	0.8
Iowa	21,000	0.8
District of Columbia	19,000	3.1
Kentucky	18,000	0.5
Nebraska	18,000	1.2
Mississippi	15,000	0.6
Wyoming	15,000	3.4
Arkansas	14,000	0.6
Rhode Island	12,000	1.4
Hawaii	12,000	1.3
Delaware	8,000	1.5
West Virginia	8,000	0.4
Montana	7,000	0.8
Alaska	5,000	1.4
New Hampshire	4,000	0.5
North Dakota	3,000	0.5
South Dakota	3,000	0.5
Maine	3,000	0.3
Vermont	2,000	0.4

* Less than an estimated 0.1 of a percent.

SOURCE: 1980 Census, U.S. Bureau of the Census, 1983.

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legislation. Table 6 is a summary of the state legislation characteristics as of 1983.

Language Minority Students in High School. Most of the research studies funded by OBEMLA have focused on elementary school students. One of the few secondary level studies has been the "High School and Beyond" (National Opinion Research Corp., Chicago, Illinois). According to the study, rates of school delay are considerably larger for Hispanic seniors than for non-Hispanic whites. School delay for high school students is defined as being two or more years older than the model age for a grade. It was also observed that use of the Spanish language varies among Hispanic sub-groups.

In addition to socioeconomic status of the family, proficiency in English and proficiency in Spanish are positively related to achievement. Perhaps surprisingly, the length of residence of the family in the United States is negatively related to achievement, and so is the frequency of the use of the Spanish language.

Hispanic students had higher dropout rates than non-Hispanic whites and Asian-Americans. Hispanic students scored low on the administered cognitive measures in relation to non-Hispanic white students. A high percentage of the Hispanic students participated in at least one of the five federally-funded programs for disadvantaged students. Approximately one-third of

TABLE 6

	TOTALS	STATE FUNDED S.E. FY 83	NUMBER OF LEP	NO SPECIAL LEGISLATION FOR BILINGUAL STUDENTS	PERMITS BILINGUAL EDUCATION OR OTHER SPECIAL SERVICES FOR LEP STUDENTS
1.	Alabama	$ 60,000	75	X	
2.	Alaska	1,500,000	5,996		X
3.	Arizona	3,600,000	N/A		X
4.	Arkansas	0	N/A	X	
5.	California	147,000,000	431,443		X
6.	Colorado	0	N/A		X
7.	Connecticut	1,100,000	N/A		
8.	Delaware	0	N/A	X	
9.	District of Columbia	350,000	4,511	X	
10.	Florida	0	N/A	X	
11.	Georgia	0	N/A	X	
12.	Hawaii	4,000,000	9,171	X	
13.	Idaho				
14.	Illinois	16,500,000	37,028		X
15.	Indiana				
16.	Iowa	300,000	N/A		X
17.	Kansas	570,000	3,959		X
18.	Kentucky	0	N/A	X	
19.	Louisiana	0	N/A	X	
20.	Maine	0	N/A		X
21.	Maryland	N/A	N/A	X	
22.	Massachusetts	839,824	14,928		X
23.	Michigan	3,200,000	N/A		
24.	Minnesota	2,000,000	8,314		X
25.	Mississippi				
26.	Missouri	0	N/A	X	
27.	Montana	0	N/A	X	
28.	Nebraska	0	N/A	X	
29.	Nevada	0	N/A	X	
30.	New Hampshire	0	N/A		X
31.	New Jersey	13,400,000	33,835		X
32.	New Mexico	3,500,000	28,000		X
33.	New York	7,100,000	180,408		X
34.	North Carolina	0	N/A	X	
35.	North Dakota	0	N/A	X	
36.	Ohio	0	N/A	X	
37.	Oklahoma	0	N/A		X
38.	Oregon	0	N/A		X
39.	Pennsylvania	0	N/A	X	
40.	Rhode Island				
41.	South Carolina	0	N/A	X	
42.	South Dakota	0	N/A		X
43.	Tennessee	0	N/A	X	
44.	Texas	8,600,000	344,436		X
45.	Utah	373,917			
46.	Vermont				
47.	Virginia	0	N/A	X	
48.	Washington	2,400,000	12,000		X
49.	West Virginia*	0	N/A		
50.	Wisconsin	2,285,731	4,185		X
51.	Wyoming	0	N/A	X	
52.	American Samoa	0	N/A		X
53.	Guam	0	N/A	X	
54.	Puerto Rico	0	N/A	X	
55.	Trust Territory	0	N/A	X	
56.	No. Mariana Is.	0	N/A	X	
57.	Virgin Islands	337,319	791		X
	Estimated Totals	$224,000,000	925,000		

*Expressly prohibits instruction in a language other than English.

SOURCE: National Clearinghouse for Bilingual Education, Rosslyn, VA, 1983

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the Hispanic students planned to enter college in the year after high school.

Future Directions. NACCBE notes that beginning in 1981, important new policy directions emerged for bilingual education. Several studies found that varied instructional approaches could be use to meet the needs of LEP students. The approaches included: (1) use of the native language for the majority of the time with very young LEP students; (2) use of both English and the native language for the majority of time with very young LEP students; (3) use of both English and the native language with LEP students who knew little of the language arts of their native language; (4) use of mostly English with LEP students who knew little of the language arts of their native language and spoke English for the majority of the time.

The new Reagan Administration raised questions of the appropriateness of using federal funds to enable schools to operate programs of bilingual education in which the native language had to be used, even on a graduated scale. In short, the Administration argued that it was inappropriate for the federal government to dictate curriculum to the local schools. Under the leadership of Secretary T. H. Bell (1981-84), the federal government set out to expand the options available to the local schools for meeting the special needs of LEP students.

OBEMLA acted on the U.S. Office of Education's May 25th Memorandum[1] that requires school districts with more than 5% national origin minority group children to provide special help in learning English, but does not limit the choice of instructional methods that may be used.

Several states have also moved in the same direction of expanding the range of services available for language minority students. These developments included legislative changes in Colorado, Arizona, Texas and California that allow for experimentation with a variety of instructional approaches. A number of local school districts took advantage of the Department's new policy to explore other methods through modification of existing Lau agreements.

The Department expects that as a result of these new directions -- expanding the arsenal of effective instructional methods available and better identifying those students who need special language services -- bilingual education will be significantly improved over the next few years and that LEP students will be even better prepared to live, work, succeed and participate in American society.

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[1]Memorandum, May 25, 1970, from J. Stanley Pottinger, Director, Office for Civil Rights, Office of Secretary, Subject: "Identification of Discrimination and Denial of Services on the Basis of National Origin."

2. State Reports on the State of Bilingual Education

The Ninth Annual Report Committee sent a letter to state officials administering bilingual education programs with the largest number of limited English proficient (LEP) students. We requested an update on the state's experiences in 1984. There follows some responses:

California

"...As the Council knows, school districts in California have been aided greatly by ESEA Title VII. California is the only state that requires an annual language census of limited English proficient (LEP) pupils. We currently have 488,000 LEP pupils in our public schools; this is 12% of the total enrollment.

"Annually, 100 to 120 school districts apply for Basic and Demonstration Grants under ESEA Title VII and, generally, 40 to 50 percent receive grant awards.

"The main concern expressed by personnel in California school districts is that some grant awards are negotiated in late September. This late date makes it very difficult for schools to initiate the project on time for an effective first year.

"Another concern often expressed is that few people from California are involved in reading and ranking the project applications. The perception is that costs for involving

California personnel is much more expensive than inviting readers from states closer to the Capitol.

"Still another concern is that the administration has expressed an intent to reduce the amount of funding considerably below the authorization level. This would have a serious impact upon school districts in California at a time when the LEP population is growing by 7 to 10% annually. Much of this growth is due to the federal refugee and immigrant policy...."

James R. Smith
Deputy Superintendent
California State Department
of Education
Sacramento, CA

Florida

"Bilingual education in Florida has experienced a moderate growth during the 1983-84 academic year. There are presently 36 districts with K-12 bilingual education and/or English for speakers of other languages (ESOL) programs. These programs are designed to facilitate the learning of English as well as the mainstreaming of non-English speakers into the regular school curriculum. Some of our programs are supported by Title VII and others by district funds...."

Appended to the Florida Commissioner's covering letter were materials that included the "Final Report of Activities, 1983-84" and a list of persons and programs in the districts.

Of interest in the "Final Report...." are the following:

"...districts with limited English proficiency (LEP) youngsters are actively seeking the coordination assistance of the Florida SEA in developing implementation plans for bilingual programs....

"Since the first bilingual programs established in Dade County in 1963, many other districts have recognized the need to develop programs for students of limited English proficiency (LEPs)...."

Ralph D. Turlington, Commissioner
State of Florida
Department of Education
Tallahassee, FL

Illinois

"The following are concerns found by our staff in the daily review of bilingual education programs.

"1) Title VII funds have not adequately supplemented state monies....

"2) Communication on the part of OBEMLA with SEAs has not been consistent....OBEMLA must take into consideration the recommendations of the SEAs....

"3) The professional preparation of bilingual teachers remains a concern for Illinois. New certification requirements are being reviewed ....Title VII training programs in Illinois

institutions of higher education need to provide for these requirements and OBEMLA must be assured that this is occurring prior to funding training programs.

"The following successful programs are presently operational in Illinois.

"1) Teacher-parent training programs funded by Title VII in the City of Chicago.

"2) Computer assisted instruction programs.

"3) Content area instruction in the native language in bilingual programs throughout Illinois...."

Donald G. Gill
State Superintendent of Education
Illinois State Board of Education
Springfield, IL

New York

In response to the Council's letter of October 26, 1984, Gordon M. Ambach, Commissioner of Education, New York State, prepared a special report, "Informational Report for National Advisory Council on Bilingual Education, November 1984." Excerpts from the 12-page report follow:

"I. Update on Problems Encountered

A. Appropriate Services for Limited English Proficient (LEP) Handicapped Students: ....While legislation and

regulations mandate identification in the native language, quality human resources to conduct such identification is often unavailable....

B. Materials Development for Bilingual Education: Materials development in languages other than English and their dissemination are urgently needed....Materials for many languages other than English are not available through the private sector because publishing companies do not find it to be a profitable venture....

C. Education of Haitian Students: In 1982-83, over 4,000 Haitian students were identified in the schools of New York State. Although Haitian-Creole is their native language, many also speak French and must learn to speak English in our schools. These students are often low academic achievers and come from low socio-economic levels. Many come to the U.S. schools with little or no formal education in Haiti.

D. Shortage of Certfied ESL and Bilingual Education Teachers and Bilingual Specialists....Clearly, if every student were to have a qualified, certified ESL teacher, there would need to be 2,483 more ESL teachers. This is a conservative estimate based on a hypothetical ratio of 25 LEP students to one ESL teacher.

There are severe shortages of qualified, certified bilingual education teachers to instruct children from recently arrived immigrant groups....

LEP students currently have little or no access to vocational education programs because of inequitable English-only entry level examination requirements. There is need to develop bilingual vocational programs, to provide LEP students access to these programs, and to establish training programs for bilingual vocational teachers....

"II. Successful Practices

....

A. New York State's Title VII Application Review Procedure:

New York State has established an effective review procedure for providing technical assistance to ESEA Title VII applicants....The review process has resulted in a high percentage of ESEA Title VII awards....

B. Parent Conferences: Working with parents of LEP students is one of the Department's most important tasks relative to the education of LEP students. The New York State Education Department has sponsored activities which focus on the needs of parents of various linguistic minority students....

C. ESL Curricula: New York State published The New York State Core Curriculum for English as a Second Language in the spring of 1983. The Curriculum was developed by a statewide task force. It underwent strenuous review and field testing resulting in a well-organized document which is easy to follow, and representative of a wide variety of methodologies and textbooks currently in use throughout the State. The Curriculum is being used by all high school ESL programs in the State....

D. Teacher Certification: ....applicants for both ESL and bilingual certificates must demonstrate proficiency in both English and the language of instruction other than English by passing a language proficiency examination.

E. Bilingual/ESL Teacher Training Programs: Candidates for certificates in bilingual education or ESOL must attend an institution of higher education which has an approved bilingual education and/or ESOL program registered by the New York State Education Department....

G. New York State Education Department Publications and Newsletters: A major Department activity has been the preparation of various publications to assist persons providing services to LEP students....

H. Bilingual Success Stories: Each issue of the Multilingual-Multicultural Newsletter contains stories which reflect the individual accomplishments of LEP students throughout New York State during the previous school year. For example, the following will appear in the fall 1984 newsletter.

Success Stories -- We Salute Our 1984 Graduates

The Bureau of Bilingual Education solicited success stories about students in the 1983-84 class of graduating high school seniors who were formerly limited English proficient (LEP) and who graduated with highest honors and impressive list of scholarships. The response was overwhelming. The students reported are listed by school. Information is provided on the students' native language and the honors received. The majority of the students were in an ESL or bilingual education program for approximately 3 years, with a range of from 6 months to 5 years....

"III. Current Needs

The New York State Education Department's current needs are directly related to the problems outlined in Section I of this report. These needs are:

a. Focused attention on and increased Federal funding to improve the identification and evaluation of LEP handicapped students; improve the quality of the delivery of bilingual special education services to these students; and increase the training and recruitment of bilingual special education teachers.

b. Increased Federal funding for development of quality non-English language materials for use in bilingual programs.

c. The establishment of a national center which would address the specific educational needs of Haitian students.

d. Increased Federal efforts under Title VII for the training of ESL and bilingual teachers and bilingual specialists."

Gordon M. Ambach
Commissioner of Education
The New York State Education Department
Albany, N.Y.

Ohio

The responding officer counted among successful practices a booklet entitled "Lau Center Program Information," disseminated among school districts serving LEP students; workshops given by

local education agencies, sponsored by the Lau Centers; inservice activities, including methods of teaching LEP students, ESL classroom management, reading and second language acquisition, parent and community involvement, cultural awareness, etc.

"With regard to problems that we have encountered....

"1. Lack of authority to monitor and evaluate programs at the district level.

"2. Lack of clear state role in promoting capacity and commitment of school districts serving LEP students through Title VII funds.

"3. Since there is no state legislation requiring special services for LEP students, the state bilingual education program might not exist if federal financial support were not available....

"5. Lack of coordination, at the district level, of different compensatory programs serving LEP students. For instance between Title VII and Chapter I projects....

"Finally, with regard to current needs detected by this office....

"1. Reassessing of the state's role in monitoring and evaluating districts' programs....

"2. Consistent and reliable mechanism or procedures for determining program and training needs at the district and state level....

"4. Increased contact with OBEMLA so that state and local bilingual programs can receive a more systematic technical assistance and improve the level of communication and feedback....

"5. Technical assistance from OBEMLA in gathering and documenting LEP student data as well as data on bilingual education teachers, administrators, and para-professionals...."

Pabiola M. Heintz-Blanco
Bilingual Consultant
Lau Center, Columbus, Ohio

Pennsylvania

"Pennsylvania has a growing limited English proficient student population which is concentrated in urban areas, although rural districts are experiencing an impact as a result of transiency or secondary migration patterns.

"The Department of Education has instituted many initiatives as part of the Governor's Agenda for Excellence in schools. We have taken steps to ensure that the educational needs of limited English proficient students are considered in the development and implementation of statewide testing and remediation programs.

"We are taking a close look at the area of special education for limited English proficient students as part of our overall

effort to provide appropriate quality services to all children...."

Margaret A. Smith
Acting Secretary
Department of Education
Harrisburg, Pa.

Rhode Island

"Listed below are some of our concerns and current needs

"More current and reliable test instruments that accurately assess English language proficiency levels....

"native language proficiency tests in other languages than Spanish....

"more information on successful classroom practices in both bilingual and ESL classes;

"improve teacher training programs and in-service training activities for bilingual, ESL and mainstream classroom teachers....

"develop appropriate identification and assessment procedures and educational services for limited-English proficient students who are handicapped or gifted or in need of remedial services. There should be special incentives for bilingual teachers who receive further training in the field of special education.

"Since the passage of the state's English Language Proficiency Act for Limited-English Proficient Students in 1982,

we have developed and implemented a statewide census collection system and a statewide evaluation design for implementation in school year 1985-86.

"The OBEMLA will benefit from its continued effort to work closely with state educational agencies. If the distribution process for federal bilingual education dollars converted over to a state formula-type program, it would provide for a more efficient and effective use of funds...."

Virginia M.C. da Mota
Coordinator, Unit for LEP Students
Department of Education
Providence, R.I.

Texas

"Some of our needs in educational programs for LEP students continue unabated. Specifically, the need for bilingually-endorsed teachers has not decreased; 30 school districts have reported a shortage of teachers to meet the needs of over 2,000 LEP students in grades K-6 during the 1984-85 school year....

"Another need that has existed is that of material appropriate for use with students of limited English proficiency at the elementary level....Emphasis is being given, in the development of proclamations for textbooks, to the issue of a single curriculum in order to ensure that the scope and sequence

of study for LEP students is as close as possible to that followed by the non-LEP student....

"As things stand now, the critical issue of transition from primary language instruction to English is decided locally under varying criteria.

"Another need for the state's bilingual programs is to have access to curriculum essential elements (e.g., essential learner objectives) written in Spanish....

"On the positive side of the ledger, we find that more districts than ever before are initiating the identification process as mandated....increased exposure to English as a second language (ESL) instruction impacts the academic achievement of LEP students favorably. The number of LEP students identified by the state's school districts has shown a decrease. This occurred despite the following: more districts are reporting LEPs; a growing student population; and increase in student immigrant continues; increased funding levels; and, the redefinition of program eligibility from limited English speaking ability (LESA) to LEP. This implies that more school

districts are operating more effective bilingual education and ESL programs with the result that students are able to successfully achieve in the regular all-English program...."

Mauro L. Reyna
Associate Commissioner
for Special Populations
Texas Education Agency
Austin, TX

Virginia

"There is a minimal Title VII activity in Virginia. There is one program in a local education agency, one in a university and a grant to the state education agency....

"With the signing of the most recent Title VII legislation, we anticipate a greater degree of flexibility in the new guidelines which will permit wider application of funds, with particular attention to programs which are ESL only in nature. There is much more ESL activity in Virginia than bilingual education."

Carl L. Riehm
Associate Superintendent for
Curriculum and Instruction
Department of Education
Richmond, VA

Washington

"I support the inclusion of alternative methods of instruction in the reauthorization Title VII program. In this

state with a large Asian population, the use of the child's non-English language is simply impossible in many situations and should not be a condition of funding....

"I would like to see more emphasis and visibility given to bilingual programs dealing with non-Hispanic groups....

"...Title VII has attained its primary objective, Capacity Building, in this state. We have a State Bilingual Law supported by reasonable funding which enables children to be served who would receive no assistance otherwise. This is the most meaningful form of Capacity Building and credit must go to Title VII which provided the first stimulus many years ago."

Frank B. Brouillet
State Superintendent of
Public Instruction
Olympia, Washington

SECTION III. ASSESSMENT OF CLEARINGHOUSE

Authorization. The National Clearinghouse for Bilingual Education (NCBE) has been serving the Office of Bilingual Education and Minority Language Affairs (OBEMLA) since 1977. It is operated by a single contractor, InterAmerica Research Associates, Inc. Funding for NCBE has ranged between $1.2 million and $2.0 million (see Table 7).

NCBE fulfills legislative requirements for "the operation of a clearinghouse which shall collect, analyze, and disseminate information about bilingual education and related programs."[1]

Since the NCBE contract with the Department of Education is up for renewal during the fifth year of its current contract, the Department contracted for an evaluation of NCBE by Policy Studies Associates, Inc.[2]

User of NCBE Services. NCBE responds to inquiries about bilingual education from individuals and groups. It researches and publishes documents ranging from a newsletter to special reports.

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[1]The current authorization for NCBE is contained in Sec. 735(b)(5) of Title II, Public Law 98-511.

[2]Reisner, Elizabeth R. Assessment of the Operations and Effectiveness of the National Clearinghouse for Bilingual Education. Policy Studies Associates, Inc., Washington, D.C., 1984.

Table 7

Funding Levels for NCBE

Time Periods	Funding Levels NIE	OE/OBEMLA	Total
Oct. 1977 - Sept. 1978	a/	a/	$ 350,000b/
Oct. 1978 - Sept. 1979	a/	a/	1,185,000b/
Oct. 1979 - Sept. 1980	a/	a/	1,600,000b/
Oct. 1980 - Sept. 1981	$672,900c/	$1,000,000c/	1,672,900d/
Oct. 1981 - Sept. 1982	712,324c/	1,250,000c/	1,962,324d/
Oct. 1982 - Sept. 1983	664,932c/	1,200,000c/	1,864,932d/
Oct. 1983 - Sept. 1984	0e/	1,495,332d/	1,495,332d/
Oct. 1984 - Sept. 1985	0	1,683,620	1,683,620d/
Total			$11,814,108

a/ Not available.

b/ Source: Personal communication from NCBE director regarding total three year contract amount and first year amount. Second and third year totals estimated by author.

c/ Source: Estimated by author using ED Budget Service documents.

d/ Source: ED Assistance Management and Procurement Service.

e/ $500,000 in NIE funds is available to be added to NCBE's contract, but no action has been taken to do so.

Source: Assessment of the Operations and Effectiveness of the National Clearinghouse for Bilingual Education," by Elizabeth R. Reisner (Policy Studies Associates, Inc., Washington, D.C., 1984), p. 6.

NCBE serves school systems, individuals and a range of educational associations, including the National School Boards Association and the Council of Chief State School Officers. There is "a high level of familiarity with NCBE," reported by PSA.

Assessment of NCBE Services. Recurring at various points in the PSA assessment is criticism of NCBE for "overlaps in part with the Educational Resources Information Center (ERIC) system," also under contract to the Department of Education. Both NCBE and ERIC gather bibliographical information bearing on bilingual education. The high level of duplication accounts, in part, for what PSA considers the high cost of NCBE services "in relation to the overall magnitude of its operations."

NCBE counters that no two clearinghouses are alike and that it provides a wide range of services for OBEMLA. As to the costs of overlap with ERIC, NCBE advises that the costs are minimal. Since NCBE concentrates exclusively on bilingual education, in contrast to ERIC's wide-ranging collections, there is comparatively little duplication.

Panelists employed by PSA to study NCBE's publications found that "practitioners' needs warrant a greater share of NCBE's publication resources." (Practitioners are classroom teachers, guidance counselors, principals and superintendents.)

PSA cautions that a more direct relationship between NCBE and practitioners might "create new overlap problems, in this case with the Multifunctional Support Centers." Sixteen MSCs have been set up by OBEMLA -- 13 in the continental U.S. and 3 in Puerto Rico, Hawaii and Guam. MSCs assist school systems in meeting the needs of LEP students.

The problem of overlap with MSCs "is potentially less serious than that of the overlap with ERIC," PSA observes, "because the availability of several different assistance providers is generally not considered to be a problem by local practitioners and because services to any particular school or school system would not be actually duplicated by NCBE and a Center."

PSA panelists praise the quality of NCBE materials. They note that "the products' format and writing style are not only of high quality but also well tailored to the distinctive presentational needs of their primary audiences."

"In short," PSA reports, "the verdict on the quality of individual NCBE products appears very positive across the board."

In extenuation of NCBE's alleged misplaced emphases and overlapping of services, PSA gives weight to the "range of problems and pressures imposed on the new Clearinghouse. Strong political forces had prompted the growing federal role in bilingual education and in research and supportive activities

related to bilingual education. Because the legislative mandate for the Bilingual Clearinghouse had come about as part of this political process, it was not surprising that early planning for the Clearinghouse placed relatively low priority on achieving efficiencies in the provision of education information services."

As to high costs of NCBE services, PSA offer three reasons why "it is high in relation to other information clearing houses...(1) it is duplicating certain services provided by another information center, ERIC, (2) base contract funds are being drawn off for the preparation and publication of special reports, and (3) it is implementing...activities that are not typically assigned to information clearinghouses." The latter include coordination of various OBEMLA activities.

PSA is mindful of the excellent relationship that exists between NCBE and OBEMLA. "Because NCBE has been careful to keep OBEMLA informed of its decisions and activities, the interaction between NCBE and the Department of Education, according to all sources, has been largely characterized by friendliness and a sense of professionalism, if not clear direction from the federal government."

SECTION IV. RESEARCH

1. An Overview

Secretary of Education T. H. Bell, speaking at the TESOL (Teachers of English to Speakers of Other Languages) convention, in 1984, proposed that the long-established definition of bilingual education be broadened so that other instructional approaches, some of which feature instruction exclusively in English, might be funded with Title VII monies. In asking for this new definition of bilingual education, Secretary Bell placed federal education policy directly in line with recent research-based thinking on second language acquisition.

The original idea of the authors and sponsors of the Bilingual Education Act of 1968 was that bilingual instruction would enable students who spoke little or no English to learn through their home language while learning English through formal ESL instruction. An important corollary of the bilingual education theory was that the concepts that the students were taught in the home language in subject matter instruction would later be transferred to the new language by means of what is known in psychology as "transfer of learning."

While these ideas seemed logical to legislators and other lay people in 1968, there had been no research or experience on which to rely when the Amendments initiating bilingual education went into effect. This was noted at the time by Rudolph Troike. In 1978 Troike again observed, "We have very little more of a

research base for bilingual programs than we did ten years ago."[1]

During the intervening years there had been no sustained, monitored effort on the part of the Office of Bilingual Education, as it was then known, to require satisfactory evaluation designs and reporting systems. Indeed, in 1976, all evaluation reports in the Title VII office submitted by the basic projects were trashed because they contained so few reliable data.

But a deeper reason exists for the lack of favorable or even acceptable studies of the effectiveness of bilingual education. Few of the Title VII research studies were mounted as scientific studies. A comprehensive study by the Department of Education researchers seems to confirm this assessment. Of the "several hundred studies reviewed, 39 were found to be methodologically valid...."[2] The failure to measure scientifically the outcomes of bilingual education obtained for more than a decade and to the best of our knowledge continues today.

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[1] Troike, R.C. Research Evidence for the Effectiveness of Bilingual Education. National Clearinghouse for Bilingual Education. Rosslyn, Va., 1978.

[2] Baker, Keith A. and de Kanter, Adriana, A., "An Answer from Research on Bilingual Education," in American Education, Vol. 19, No. 6, July 1983, p. 42.

Most of the research which has focused on bilingual education, then, has been inconclusive because it has not been able to reliably demonstrate that bilingual education programs can be effective in teaching English to LEP students.

Research centering on second language acquisition, in contrast, has produced a clearer picture of the language acquisition process and how it relates to language minority students. In the decade and a half since the passage of the Bilingual Education Act, much of the thinking in this field has been revised and because of this revised thinking the theoretical underpinning of bilingual education has been questioned by some scholars.

Since the early 1970's, research in second language acquisition has undergone what Savignon calls "a quiet revolution."[3] Moving from a perspective heavily influenced by behavorial psychology and structural linguistics that placed the teacher at the center of the learning process, many investigators have come to a learner-centered view in which they find language acquisition more likely to take place in natural, meaningful language interaction than in the artificial, highly-structured instruction in the classroom.

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[3] Christensen, C.B. "Review of Savignon, S.J." Communicative Competence. Addison-Wesley, Reading, Mass., 1983. Modern Language Journal, Vol. 68, No. 3, 1984, pp. 276-77.

While researchers have at times questioned certain of his views, Steven Krashen of the University of Southern California has provided much of the direction in this field.[4] His input hypothesis is particularly significant because it points up the importance for the learner of exposure to real communicative interaction in meaningful situations and minimizes the value of formal language instruction in the classroom.

Following the ideas of Krashen and others, many theorists and researchers have argued for change in second language instruction away from the rigid classroom practices that have proven to be unproductive. The Canadian researcher, d'Anglejan, for example, stresses "that what is commonly regarded as 'communication' in the second language classroom rarely corresponds to any acceptable definition of what might be termed communication outside of the classrooom."[5] Huckin takes this idea a step further when he states that educators should "let go of learners' hands and force them to come to grips with the complexities of genuine discourse....only by being forced to

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[4] Krashen, S.D. Principles and Practice in Second Language Acquisition. Pergamon, N.Y., 1982.

[5] 'd'Anglejan, A. "Language Learning In and Out of the Classroom," in Richards, J.R. (ed.). Understanding Second and Foreign Language Learning, Newbury House, Rowley, Mass., 1978.

exercise their pragmatic skills can learners reasonably be expected to develop communicative abilities in the second language."[6]

When the weight of current research opinion has been considered about what has come to be called variously "communicative competence" or "natural language acquisition," it is clear that future language programs, including those for LEP students, must insure that students have real, meaningful communicative opportunities, both in the language classroom and outside of it in the larger school environment, that will provide the language interaction needed for the acquisition of language.

In the history of language teaching, the question is still moot as to what method produces a better and longer grasp of a second language. There is some recognition that social factors determine to a degree how well the student will learn the new language. Strong offers evidence that there is "a relationship between aspects of sociability and outgoingness and natural

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[6] Huckin, T.N. "Review of Widdowson, H.G. Teaching Language as Communication. Oxford University Press, Oxford, England, 1978. Language Learning, Vol. 30, No. 1, p. 209.

communicative skills."[7] Learners who display this verbally outgoing social style seem to be more efficient learners of English than others.

Many students do nct have this outgoing social style. They rely heavily on translation. This has great significance in language teaching, especially bilingual instruction. Translation induces an almost inhibitory reaction of language learners in the presence of bilingual teachers and aides. This inability of the speaker to use the weaker of his two languages when he knows that the listener understands his dominant language can act as a major barrier to oral language proficiency in the second language. Little mention of inhibition as a factor in second language acquisition is found in the research literature although among bilinguals it is well known as an obstacle that stands in the path of the communication needed to perfect the new language.

There has been much conflicting research on the question of transfer of learning. Early claims that reading skills would be easily transferred from the first to the second language have been disputed and there is some evidence that casts doubt on these claims.

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[7] Strong, M. "Integrative motivation: cause or result of second language acquisition?" Language Learning, 1984, Vol. 34 No. 3, pp. 1-14.

Natalicio, who made a comparative study of Spanish and English sound symbols correspondences, challenged the belief that transfer from Spanish reading would facilitate the learning of reading in English. "Claims about the ease with which transfer of reading skills occurs, especially those that appear to rest primarily (or even exclusively) on the regularity of given orthographic systems, are clearly overstated," Natalicio observed.[8]

In a review of the literature on transfer in second language reading, Gunther cited two studies[9] whose authors concluded that interference from the first language hinders reading in the second. Gunther's own study of 300 LEP children from the Chicago area appeared to show that students who were taught to read exclusively in English outperformed those receiving bilingual reading instruction, but on methodological grounds she called for caution in interpreting results.[10]

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[8] Natalicio, D.S. "Reading and the bilingual child." Paper presented at the conference on Theory and Practice of Beginning Reading Instruction, Pittsburgh, 1976.

[9] Cowan, R. "Reading, perceptual strategies, and contrastive analysis," Language Learning, 1976, Vol. 26, No. 1, pp. 95-105. Fiege-Colman, L. "Reading in a second language," in Redden, J.E. (ed.), Occasional Papers on Linguistics, 1. Southern Illinois University, Carbondale, Ill., 1977.

[10] Gunther, V. A Comparison of Bilingual Oral Language and Reading Skills Among Limited English-Speaking Students from Spanish-Speaking Backgrounds. Latino Institute, Chicago, Ill., 1980.

Support for transfer of learning has come from Krashen, who revised his earlier views on second language acquisition. Krashen now holds that first language development must precede second language acquisition. He states: "Older acquirers are faster in the early stages of second language acquisition because....They can participate in conversation earlier, via use of first language syntax."[11] Obviously, he asserts, there is an applicability of prior learning to new learning.

"Children who are behind in subject matter and weak in the second language face double trouble," according to Krashen. "Their failure to understand will not only cause them to fall further behind but they will also fail to make progress in second language acquisition. Knowledge of subject matter, thus, has an indirect but very powerful effect on second language acquisition despite the fact that it may be provided in the students' first language."[12] As an example, if a student knows physics well in his home language, this facilitates (creates a

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[11] Krashen, S.D. in Schooling and Language Minority Students: A Theoretical Framework. Evaluation, Dissemination and Assessment Center, California State University, Los Angeles, CA., 1981, p. 64.

[12] Ibid., p. 68.

transfer of learning) making physics more intelligible when he studies it in the second language.

But even this view of transfer of learning has been challenged. Teschner has pointed out that Krashen's views on transfer contradict some of his earlier theories on second language acquisition, an observation that has been made by other researchers.[13]

Taken as a whole, over the last decade, research has produced at best ambiguous and conflicting information concerning exclusive reliance on the home language as an avenue to English language development. The crucial question of how English language development can best be furthered in LEP students has not been answered.

The great diversity of minority language groups within the LEP population suggests that no single approach to meeting their needs will do. In this light, there may be an incongruity between exclusive or high reliance on use of the home language in bilingual programs.

A welcome development during the last decade has been local planning in the design of programs to meet the needs of children with limited English proficiency.

The Advisory Council welcomes and encourages broadening of methodologies.[14]

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13 Teschner, Richard V. Review of Krashen, op. cit., in The Modern Language Journal, Vol. 68, No. 3, 1984, pp. 279-80.

14 "An Overview" was prepared by Robert Rossier, NACCBE member.

2. Numbers of limited English Proficient (LEP) Children

OBEMLA seeks to determine how many children of school age and adults are in need of help in learning English. In this connection a study was contracted to determine the extent of the need, whether the need has changed, and whether the need has been estimated accurately in the past.

The Bureau of the Census helped to determine the numbers and needs in 1982. Question 28 on the household questionnaire follows:

"28a. What language do the people in this household usually speak here at home?

"28b. Do the people in this household often speak any other language?

"28c. What is that language?"

The number of non-English-language-background (NELB) children is estimated to have increased by 18 percent from 3.8 million to 4.5 million, 1978-82. The increase may be explained by the influx of immigrants primarily from Southeast Asia, Central America and the Caribbean to the United States, since the late 1970's.

The Bureau of Census estimates that there are 6.3 NELB children. It does not follow that these children are limited English proficiency (LEP), the category that should be helped to learn English.

A major finding of researchers has been that the number of LEP children was overestimated by the Children's English Services Study (CESS) of 1978. This is the conclusion reached by the researchers who have analyzed the English Language Proficiency Study (ELPS), conducted by the Bureau of the Census of 1982 under the sponsorship of the Department of Education.

As a means of determining the numbers of LEP children and adults, the Language Measurement and Assessment Inventory (LM&AI) was used both by CESS, in 1978 and in the ELPS of 1982.

LM&AI tests were originally developed to test children 5 through 18 years of age on their oral understanding of the English language, and children 7 through 18 years of age on their written comprehension of English. Children 5 through 14 years of age took age-specific tests, while children 15 through 18 years of age took the tests created for 14-year-olds."

The Bureau of Census administered the tests "to selected persons in the households in order to determine language proficiency." The sample size of NELB children tested average 298 children per age group. The non-NELB sample sizes were larger, averaging 372 children per age group.

LM&AI tests have serious limitations for determining the number of children and adults who are limited English proficient. Most serious according to researchers, are the "percentile scores that vary by as little as a single point

between the 25th and 50th percentile. This range is not adequate for differentiating language proficiency among children," the researchers advise. "Percentile scores from the LM&AI need to be able to clearly differentiate between scores of children who are quite proficient in English and children who are not English proficient."

The cutoff scores dictated by the small variance in percentiles help to explain the "inflated numbers of LEP children" provided by CESS in 1978.

Apart from the inadequate variance in percentiles, there are other limitations of the LM&AI that produce distortions. CESS, using the tests, found "in households where English is the only language regularly spoken," 39 percent are deemed to be LEP. "We believe," the researchers deduced, that such "proficiency scores are too high because, by definition, almost all non-NELB children should be proficient in English."

As noted, the estimates of LEPs are based on samples in the low hundreds and projections are made for millions. A further limitation on the validity of the projections is that "the tested population does not include children who did not complete either the oral, written, or both sections of the LM&AI because he/she refused to allow the child to be tested. The population also does not include children who took tests which did not match their age level."

There is much bucking around of numbers, but the researchers are inclined to accept the 2.1 million as a reasonable estimate of the number of children who require help in learning English. Approximately two-thirds of all "high need" children are from Spanish backgrounds.

Source: Beller-Simms, Nancy and Rosenthal, Alvin S., "Analysis Reports 1-5 on Task 5A," Dec. 1983. The purpose of Task 5A was to use the English Language Proficiency Study (ELPS) survey "to extend and evaluate the central findings of the Children's English Services Study (CESS) with respect to Limited-English-Proficient (LEP) children."

SECTION 5. RECOMMENDATIONS

1. Encourage alternatives to bilingual education.

Educational research does not lend itself to hard conclusions as to whether one method of teaching children English is better than another. Nevertheless, there is a growing body of opinion that counsels expansion of barely used alternatives to bilingual education. One such approach is English-as-a-Second Language (ESL) in which language minority children are taught English through English.

In ESL classes children of different language and cultural backgrounds are gathered in the same classroom. No foreign language is used. It is a program that commends itself especially to those multi-ethnic populations where the possibility of recruiting foreign-language-speaking teachers, who are also certifiable in a subject area, is remote.

A characteristic of ESL is that it does not require a teacher to be fluent in a specific foreign language; nor does it require recruitment of foreign-language-speaking teachers who must be qualified in subject areas, especially at the secondary school level. The perennial shortage of bilingual education teachers of Spanish, and a hundred other languages, is thus resolved.

Where ESL is the alternative to bilingual education, provisions should be made for teaching the Spanish language and

cultural heritage for students whose first language is Spanish. Comparable provisions should be made, whenever possible, for other language minority children.

ESL teachers require training in linguistics and second language acquisition. They should also study the cultures of countries from which language minority children originate.

2. Encourage learning of a foreign language by other minority groups.

Wherever possible, the same program that is recommended for Hispanic-American students should be made available to other minorities. This approach will help to ensure the bilingual advantage for students whose first language is other than English.

3. Encourage learning of a foreign language by American students.

One or more foreign languages should be offered in the upper grades of elementary school and in the secondary school. Americans are notably weak in acquisition of foreign languages. Apart from the cultural advantages of knowing a second language, there are possible economic advantages. All students who are capable of learning a foreign language should be encouraged to do so. A minimum of three years of one foreign language should be a high school graduation requirement for college-bound students.

4. Aim to reduce federal funding of bilingual education.

The purpose of the capacity building program of OBEMLA is to encourage local school districts to go it alone once federal funding is reduced or withdrawn. This goal should be emphasized. To stimulate its achievement, OBEMLA should scale down federal aid under Title VII to all State Education Agencies, beginning in Fiscal Year 1985-86.

5. Increase funding for NACCBE

Under the current Bilingual Education Act, as amended in 1984, the number of Council members has been increased from 15 to 20. The increase of the Council by one-third, with no diminution of its responsibilities, justifies a 33.3 percent increase for FY 1985-86.

If appointments increasing the number of Council members should be made prior to the beginning of FY 1985-86 (i.e., before October 1, 1985), it is recommended that the Secretary authorize a pro-rated increase in the funding of NACCBE during FY 1984-85.

6. Meet with the National Clearinghouse

NACCBE and OBEMLA should sit down with NCBE with a view to improving services to practitioners as a condition of contract renewal. Further conditions include provision for eliminating overlapping and duplication of services offered by other agencies and justification of NCBE costs.

7. Prepare promptly for distribution of Annual Report

OBEMLA is requested to produce a sufficient quantity of this Ninth Annual Report to be available April 1, 1985. The report should be sent to all who have customarily received a copy of the report and, also, to those who request a copy. Requests should be stimulated by press releases, prepared by the NACCBE Annual Report Committee, and other public announcement of the report's availability.

APPENDIX A. GLOSSARY

Bilingual Education. As stated in the Bilingual Education Act, "a primary means by which a child learns is through the use of such child's native language and cultural heritage." Accordingly, in bilingual-bicultural programs, children are instructed in their native language. At the same time, there is an English component in the program that permits children (or adults) to make the transition from their native language to English over a period of years. The end-point of bilingual education is to make youngsters successful in school...not to make them Spanish speakers or Arabic speakers, but to make them English-speaking youngsters who are going to be successful in our schools, while at the same time preserving their native language and cultural heritage.

Capacity Building Projects (BASICS). These projects are designed to build the capacity of the school district, or other entity receiving a federal grant, to sustain a program of bilingual education at the elementary and secondary level on a regular basis when federal funding is reduced or no longer available. The projects began operation in 1969 in 23 states and in 1984 operated in 46 states, Guam and Puerto Rico.

Demonstration Projects (DEMOS). These projects demonstrate innovative and exemplary approaches to operating projects of

bilingual education that can be replicated in school districts where there are similar needs. A project may address the needs of all limited English proficiency students in the area to be served, or it may focus on the needs of a special population.

English-as-a-Second Language (ESL). Limited English proficient (LEP) children are taught English using a special curriculum designed to teach English as a second language. The home language of the student is not used in ESL classes. Children progress from classes in basic ESL, to intermediate, to advanced ESL, usually in a year and a half or less. They are then placed in regular classes. While students are in the ESL program for perhaps half the school day, they are also programmed for regular classes (e.g., typewriting, music, art, shop, mathematics, home economics, physical education) where ability to speak English is less demanding. Their ESL instruction is thus reinforced during the school day by mixing with English-speaking children.

Immersion. Instruction is in English, as in the case of submersion (defined elsewhere in this Glossary), but there are important differences. The immersion teacher understands the non-English home language, and students can address the teacher in the non-English language. The immersion teacher may occasionally use the home language to clarify instruction, but generally teachers speak only in English. Furthermore, the

curriculum is structured so that prior knowledge of English is not assumed as subjects are taught. Content is introduced in a way that can be understood by the students. The students, in effect, learn English and content simultaneously. Most immersion programs also teach the home language for 30 to 60 minutes a day.

Language Assessment Instruments. These are tests, surveys and techniques used to determine the language proficiency of limited English proficient students.

Language Minority Students (LMS). These students are members of households where the usual or often-spoken household language is other than English.

Lau Decision. The U.S. Supreme Court (1974) ruled that schools must provide some kind of special assistance for English-deficient language-minority students. In the unanimous court decision in the case of Lau v. Nichols (414 U.S. 563), the Court declined to prescribe a specific program that would provide equal education benefits stating: "Teaching English to the students of Chinese ancestry is one choice. Giving instruction to this group in Chinese is another. There may be others."

Lau Remedies. Following the Lau decision (see above), the Office for Civil Rights (OCR) of the former Department of Health, Education and Welfare assembled a group of education

experts to develop policy guidelines outlining what school districts must do to comply with Title VI of the Civil Rights Act and the Lau decision. The group produced a document entitled "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful under Lau v. Nichols, generally known as the Lau Remedies.

One of the Lau Remedies provided for "instruction of elementary students through their strongest language until the students are able to participate effectively in a classroom where instruction is given exlusively through English." This procedure came to be called transitional bilingual education, or TBE (defined elsewhere in this Glossary).

The Lau Remedies were not federal regulations but guidelines used by OCR in evaluating plans for educating language-minority children. The underlying assumption in the Remedies was TBE was the best, if not the only, instructional approach for language-minority students that would satisfy civil rights requirements. Since 1975, OCR has used the Lau Remedies to negotiate plans with over 500 individual school districts.

Limited English Proficient (LEP). To be classfied as LEP, a child first must meet one of the following preconditions: (1) be born outside of the United States; (2) have a native language other than English; (3) come from a home in which a language

other than English is most relied upon for communication; (4) be an American or Alaskan Native who comes from an environment in which a language other than English has had a significant impact on the child's level of English language proficiency. As a result of one or more of these preconditions, the child must have sufficient difficulty in understanding, speaking, reading or writing the English language to deny the child the opportunity to learn successfully in classrooms in which the language of instruction is in English.

Multifunctional Support Center (MSC). Bilingual education MSCs seek to help school districts improve instructional programs for limited English proficient students in the service areas. Among other functions, MSCs help districts plan for the time that federal funds will be reduced or withdrawn and schools will be expected to carry on instructional programs for LEP students. The 16 MSCs cover the United States, Puerto Rico, Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territories of the Pacific Islands. (Multifunctional Support Centers are designated Multifunctional Resource Centers in the Bilingual Education Act, as amended in 1984).

National Clearinghouse for Bilingual Education (NCBE). A clearinghouse is mandated by the Bilingual Education Act to collect, analyze and disseminate information for and about bilingual education. NCBE is the clearinghouse under contract

with the Department of Education to exercise the functions mandated by the Act.

Part C Research. Under Part C of Title VII of the Elementary and Secondary Education Act, the Department of Education spends $4 to $5 million each year on research directly procured by the government. For the most part, bilingual research is contracted for with profit-making research firms. Much of the Part C money is spent through the 8-A contracting procedure where only minority-owned firms are eligible to receive the contract.

Submersion. Language-minority-children (LMC) are placed into an ordinary classroom where English is spoken. There is no special program to help them overcome the language problem. Submersion is aptly described as "sink or swim." The minority language is not used at all in the classroom. Schools do not have the option of doing nothing since the Lau Decision (see above).

Title VII. This part of the Elementary and Secondary Education Act of 1965, as amended, details the federal role in providing funding of bilingual education programs for limited English proficient students. The decision to implement a bilingual education program is at the discretion of the local education agencies (LEAs).

Transitional Bilingual Education (TBE). Reading is taught in both the non-English home language and English. Subject matter is taught in the non-English home language until the students'

English is good enough for them to participate successfully in a regular classroom. ESL is often used to help minimize the time needed to master English. Use of the non-English home language instruction is phased out as regular English instruction is gradually phased in. TBE is differentiated from submersion and ESL by the use of the non-English home language for instruction in non-language subject areas and by teaching literacy in the non-English language as a school subject.

Underserved Populations. Such minority language groups have had little or no participation in Title VII programs.

APPENDIX B. ACRONYMS USED IN NINTH ANNUAL REPORT

CESS	Children's English Services Study
ED	Department of Education
ELPS	English Language Proficiency Study
ERIC	Educational Resources Information Center
ESEA	Elementary and Secondary Education Act
ESL	English-as-a-Second Language
ESOL	English for speakers of other languages
LEA	local education agency
LEP	limited English proficiency
LESA	limited English-speaking ability
LM&AI	Language Measurement and Assessment Inventory
MSC	Multiple Support Center
NACBE	National Advisory Council on Bilingual Education
NACCBE	National Advisory and Coordinating Council on Bilingual Education
NCBE	National Clearinghouse for Bilingual Education
NELB	non-English language background
OBEMLA	Office of Bilingual Education and Minority Languages Affairs
OCR	Office for Civil Rights
OL	other than English speakers
PSA	Policy Studies Associates, Inc.
SEA	state education agency
TBE	transitional bilingual education

APPENDIX C. OBEMLA BUDGETS: 1983-85

	1983 Actual 1/	1984 Appropriation	1985 Estimate
Basic Grants	$ 84,126,000	$ 89,567,000	$ 100,459,000
Basic grants to LEAs	76,126,000	81,067,000	91,959,000
Number of Projects	551	589	668
Number of children	171,455	182,583	207,115
Average per pupil spending	444	444	444
Demonstration grants to LEAs	$ 8,000,000	$ 8,500,000	$ 8,500,000
Number of projects	55	58	58
Number of children	11,050	11,740	11,740
Average per pupil spending	724	724	724
Grants to Desegregating Districts	$ 2,400,000	Ø	Ø
Number of projects	11	-	-
Training	$ 31,288,000	$ 32,610,000	$ 25,000,000
Degree-oriented training	$ 14,088,000	$ 14,095,000	$ 12,000,000
Number of programs	136	136	115
Number of students	7,016	7,019	5,976
Fellowships	3,626,000	3,500,000	1,000,000
Number of projects	33	32	9
Number of fellows	427	412	118
Schools of education grants	824,000	500,000	200,000
Number of programs	24	24	24
Training institutes	2,300,000	2,500,000	1,800,000
Number of programs	21	22	16
Number of students	3,833	4,167	3,000
Resource Centers	10,000,000	11,710,000	10,000,000
Number of centers	16 2/	16	16
SEA training projects	450,000	305,000	-
Number of projects	8	5	-
Support Services	$ 16,340,000 3/	$ 13,320,000 3/	$ 10,100,000 3/
SEA technical assistance	3,970,000	4,206,000	5,000,000
Number of projects	42	52	52
Studies and evaluations	$ 5,180,000 4/	$ 5,215,000 4/	$ 3,600,000
Clearinghouse	1,500,000	1,500,000	1,500,000
Materials development/dissemination	5,690,000	2,399,000	Ø
Number of centers	4	3	Ø
Materials development grants	10	2	Ø
Supplementary Basic Grants	62	20	Ø

	1983 Actual 1/	1984 Appropriation	1985 Estimate
Bilingual Vocational Training	$ 3,686,000	$ 3,686,000	$ 3,686,000
Total projects	22	22	22
Bilingual vocational education	$ 2,396,000	$ 2,396,000	$ 2,396,000
Number of projects	12	12	12
Students served	1,195	1,195	1,195
Instructor training	$ 921,000	$ 921,000	$ 921,000
Number of projects	6	6	6
Instructors trained	194	194	194
Materials development	$ 369,000	$ 369,000	$ 369,000
Number of projects	4	4	4
Total funding	$137,840,000	$139,183,000	$139,245,000

1/ This column reflects final distribution of budget authority.

2/ Includes a Bilingual Education Service Center which was temporarily extended to provide coverage for a region without acceptable proposals. A new multifunctional resource center will be funded in 1984.

3/ A request of $120,000 for the national advisory council has been transferred to the Salaries and Expenses account in FY 1985. Comparable adjustments of $117,000 were made in 1983 and in 1984.

4/ In 1983 and 1984, comparable adjustments are made to transfer ADP costs for the Bilingual Education Management Information System (BEMIS) to Salaries and Expenses. The amounts transferred are $100,000 in 1983 and $65,000 in 1984.

APPENDIX D. NACCBE BUDGETS: 1983-85

	Actual Expenses 82-83	Actual Expenses 83-84	Projected Expenses FY 85 October 1, 1984 September 30, 1985
Travel & Per Diem	61,946.77	47,410.22*	60,000
Honorarium	25,275.60	25,660.05	30,000
Telephone, Taxi, Express	34.95	721.45	800
Contracts			14,000
- court reporter	5,032.33	2,737.35	
- annual report	9,227.00	8,900.00	
- conference room rental	50.00	550.00	600.00
- tape recorder	-0-	445.00	
Supplies	275.61	227.98	350.00
Field Readers	690.00	230.00	700.00
Printing	-0-	-0-	5,000.00
	102,532.26	86,892.05	111,450.00
-Appropriation	117,000.00	117,000.00	117,000.00

*Travel & Per Diem for only 3 council meetings included

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APPENDIX E. CHARTER

National Advisory Council on Bilingual Education

Authority

This Council is authorized by Section 732 of the Bilingual Education Act, as amended (20 U.S.C. 3242). It is governed by provisions of Part D of the General Education Provisions Act (20 U.S.C. 1233 et seq) and the Federal Advisory Committee Act (5 U.S.C. Appendix I), which set forth standards for the formation and use of advisory committees.

Purpose and Functions

The Council advises the Secretary of Education, and the Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) in the preparation of general regulations and with respect to policy matters arising in the administration and operation of the Bilingual Education (Act), including the development of criteria for approval of applications, and plans under the Act, and the administration and operation of other programs for persons of limited English proficiency. The Council shall prepare and, not later than March 31 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in section 731(c) of the Act, and the administration and operation of other programs for persons of limited English proficiency.

Structure

The Council shall be composed of 15 members appointed by the Secretary, one of whom the Secretary shall designate as Chairperson. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children and other persons who are of limited English proficiency, at least one of whom shall be representative of persons serving on boards of education operating programs of bilingual education. At least two members shall be experienced in the training of teachers in programs of bilingual education. At least two members shall be persons with general experience in the field of elementary and secondary education. At least two members shall be classroom teachers of demonstrated teaching abilities using bilingual methods and techniques. The Council shall include at least two parents of students whose

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language is other than English. The Council shall also include at least one State educational agency representative and one member at large. The members of the Council shall be appointed in such a way as to be generally representative of the significant segments of the population of persons of limited English proficiency and the geographic areas in which they reside.

Members will be invited to serve for staggered three-year terms, subject to renewal of the Council by appropriate action prior to its expiration.

The Council may establish committees composed exclusively of members of the parent Council. Each committee complies with the requirements of applicable statutes and Departmental regulations. Each committee presents to the Council its preliminary findings and recommendations for subsequent action by the full Council. Timely notification of each committee establishment and any change therein, including its charge, membership, and frequency of meetings will be made in writing to the Committee Management Officer. All committees act under the policies established by the Council as a whole.

Management and staff services shall be provided by the Director of OBEMLA who shall serve as the Designated Federal Official to the Council. The Secretary will procure temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with Section 445 of the General Education Provisions Act and will make available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively.

Meetings

Council meetings shall be held not less than four times each year at the call of the Chairperson, with the advance approval of the Secretary or the Designated Federal Official who shall approve the agenda and be present at all meetings.

Committees shall meet at the call of the Chairperson, with the concurrence of the Council Chairperson. Committees generally meet in conjunction with the Council, but they may meet approximately one additional time per year.

Meetings shall be open to the public except as determined otherwise by the Under Secretary. Notice of all meetings is given to the public.

Meetings shall be conducted, and records of the proceeding kept, in accordance with applicable laws and Department regulations.

Estimated Annual Cost

Members who are not full time Federal employees shall be paid at the rate of $100 per day, plus per diem and travel expenses, in accordance with Federal Travel Regulations. Estimate of annual cost for operating the Council, including compensation and travel expenses for members but excluding staff support is $117,000. Estimate of annual person-years of staff support is 1.5, at an estimated annual cost of $34,000.

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Reports

In accordance with Section 732(c) of the Bilingual Education Act, the Council shall prepare and submit not later than March 31 of each year a report to the Congress, and the President, on the condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in section 731(c), and the administration and operation of other programs for persons of limited English proficiency. A copy of this report is sent to the Secretary.

In accordance with Section 443(a)(2) of the General Education Provisions Act, the Council shall submit an annual report to Congress not later than March 31 each year. This report shall contain, as a minimum, a list of members and their business addressess, the dates and places of Council meetings, the functions of the Council, and a summary of the Council's activities, findings, and recommendations made during the year. Such report shall be submitted with the Secretary's annual report to Congress.

Copies of all reports by the Council shall be provided to the Committee Management Officer and the Designated Federal Official to the Council.

Termination Date

Subject to Section 448(b) of the General Education Provisions Act and unless renewed by appropriate action prior to its expiration, the National Advisory Council on Bilingual Education shall continue to exist until October 1, 1983.

However, to the extent that it may become necessary to rely on Section 414 of the General Education Provisions Act for a one-year extension of Title VII, Section 414 would also contingently extend the Council's authorization to October 1, 1984.

This Charter will expire two years from the date of filing or upon termination of the Council, whichever is sooner.

APPROVED:

5-24-83
Date

Secretary

Filing Date: June 2, 1981

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APPENDIX F

NAMES AND BUSINESS ADDRESSES OF NACCBE MEMBERS AS OF JAN. 1, 1985

Dr. George W. Abrams
Director, Seneca-Iroquois National Museum
Allegany Indian Reservation
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Dr. Juan M. Flores
Assistant Superintendent of Schools
Dallas Independent School District
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Mr. George Giannetti
Director of Multilingual/Multicultural Education
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Mr. Richard Swensen
Board Member
Minidoka Joint S.D. #331
Minidoka County, ID 83347

Dr. Anthony Torres*
Superintendent
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*Chairman

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